STATE OF CONNECTICUT

Senate

File No. 452

General Assembly

January Session, 2021

Substitute Senate Bill No. 926

Senate, April 14, 2021

The Committee on Environment reported through SEN. COHEN of the 12th Dist., Chairperson of the Committee on the part of the Senate, that the substitute bill ought to pass.

AN ACT CONCERNING THE PRESENCE OF PFAS IN CERTAIN CONSUMER PACKAGING.

Be it enacted by the Senate and House of Representatives in General Assembly convened:

- 1 Section 1. Section 22a-255h of the general statutes is repealed and the
- 2 following is substituted in lieu thereof (*Effective July 1, 2021*):
- 3 As used in sections 22a-255g to 22a-255m, inclusive, as amended by
- 4 this act:
- 5 (1) "Package" means any container, produced either domestically or
- 6 in a foreign country, used for the marketing, protecting or handling of a
- 7 product and includes a unit package, an intermediate package and a
- 8 shipping container, as defined in the American Society of Testing and
- 9 Materials specification D966. "Package" also means any unsealed
- 10 receptacle such as a carrying case, crate, cup, pail, rigid foil or other tray,
- 11 wrapper or wrapping film, bag or tub.
- 12 (2) "Distributor" means any person who takes title or delivery from

the manufacturer of a package, packaging component or product, produced either domestically or in a foreign country, to use for promotional purposes or to sell.

- (3) "Packaging component" means any part of a package, produced either domestically or in a foreign country, including, but not limited to, any interior or exterior blocking, bracing, cushioning, weatherproofing, exterior strapping, coating, closure, ink, label, dye, pigment, adhesive, stabilizer or other additive. Tin-plated steel that meets specification A623 of the American Society of Testing and Materials shall be considered as a single packaging component. Electro-galvanized coated steel and hot dipped coated galvanized steel that meets the American Society of Testing and Materials specifications A653, A924, A879 and A591 shall be treated in the same manner as tin-plated steel.
- 26 (4) "Commissioner" means the Commissioner of Energy and 27 Environmental Protection or an authorized agent or designee of the 28 commissioner.
- 29 (5) "Department" means the Department of Energy and 30 Environmental Protection.
- 31 (6) "Intermediate package" means a wrap, box, or bundle which 32 contains two or more unit packages of identical items.
- 33 (7) "Unit package" means the first tie, wrap, or container applied to a 34 single item, a quantity of the same item, a set, or an item with all its 35 component parts, which constitutes a complete and identifiable package 36 containing the unit of issue of a product for ultimate use.
- 37 (8) "Shipping container" means a container which is sufficiently 38 strong to be used in commerce for packing, storing and shipping 39 commodities.
- 40 (9) "Container" means a receptacle capable of closure.
- 41 (10) "Intentionally introduced" means deliberately utilized regulated 42 metal, PFAS or other regulated chemical in the formulation of a package

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or packaging component where the continued presence of such metal or chemical is desired in the final package or packaging component to provide a specific characteristic, appearance or quality. The use of a regulated metal or regulated chemical as a processing agent or intermediate to impart certain chemical or physical changes during manufacturing where the incidental retention of a residue of said metal in the final package or packaging component is neither desired nor deliberate shall not be considered intentional introduction for the purposes of this section where such package or component is in compliance with subsection (c) of section 22a-255i, as amended by this act. The use of a regulated chemical as a processing agent, mold release agent or intermediate is considered intentional introduction for the purposes of this section where the regulated chemical is detected in the final package or packaging component. The use of post-consumer recycled materials as feedstock for the manufacture of new packaging materials where some portion of the recycled materials may contain amounts of the regulated metals or regulated chemicals shall not be considered intentional introduction for the purposes of this section provided the new package or packaging component is in compliance with subsection (c) or (e) of section 22a-255i, as amended by this act, as applicable.

- (11) "Distribution" means the process for transferring a package or packaging component for promotional purposes or resale. Persons involved solely in delivering a package or packaging component on behalf of third parties shall not be considered distributors.
- (12) "Manufacturer" means any person producing a package or packaging component as defined in subdivision (3) of this section.
- (13) "Manufacturing" means the physical or chemical modification of a material to produce packaging or packaging components.
 - (14) "Supplier" means any person, firm, association, partnership or corporation which sells, offers for sale or offers for promotional purposes packages or packaging components which will be used by any other person to package a product.

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76 (15) "Alternative" means a substitute process, product, material, 77 chemical, strategy or any combination thereof, that serves a functionally 78 equivalent purpose to another chemical in a package or packaging 79 component.

- 80 (16) "Chemical" means a substance with a distinct molecular 81 composition or a group of structurally related substances and includes 82 the breakdown products of the substance that form through 83 decomposition, degradation or metabolism of such substance.
- 84 (17) "Credible scientific evidence" means the results of a study, the experimental design and conduct of which have undergone 85 independent scientific peer review, that are published in a peer-86 87 reviewed journal or in a publication of an authoritative federal or 88 international governmental agency, including, but not limited to, the 89 United States Department of Health and Human Services' National Toxicology Program, the Food and Drug Administration, the Centers 90 91 for Disease Control and Prevention, the United States Environmental 92 Protection Agency, the World Health Organization and the European 93 Union's European Chemicals Agency.
- 94 (18) "Incidental presence" means the presence of a regulated metal or 95 other regulated chemical as an unintended or undesired ingredient of a 96 package or packaging component.
- 97 (19) "Perfluoroalkyl and polyfluoroalkyl substances" or "PFAS" 98 means all members of the class of fluorinated organic chemicals 99 containing at least one fully fluorinated carbon atom.
- 100 (20) "Persistent, Bioaccumulative and Toxic" or "PBT" substances and
 101 "very Persistent and very Bioaccumulative" or "vPvB" substances mean
 102 substances meeting the criteria established in Section 1 of Annex XIII to
 103 the Registration, Evaluation, Authorisation and Restriction of
 104 Chemicals (REACH) Regulation of the European Union (EC) No
 105 1907/2006 of the European Parliament and of the Council of 18
 106 December 2006, as amended.

107 (21) "Persistent, Mobile and Toxic" or "PMT" substances and "very
108 Persistent and very Mobile" or "vPvM" substances mean substances
109 meeting the criteria established in "REACH: Improvement of guidance
110 and methods for the identification and assessment of PMT/vPvM
111 substances: Final Report." TEXTE 126/2019. Environmental Research of
112 the Federal Ministry for the Environment, Nature Conservation and
113 Nuclear Safety. Project No. (FKZ) 3716 67 416 0, Report No.

- 114 FB000142/ENG. November 2019.
- 115 (22) "Post-consumer recycled material" means a material generated
 116 by households or by commercial, industrial and institutional facilities as
 117 end-users of the product which can no longer be used for its intended
 118 purpose, including returns of material from the distribution chain.
 119 "Post-consumer recycled material" does not include refuse-derived fuel
 120 or other material that is destroyed by incineration.
- 121 (23) "Recycling" means the process of collecting and preparing 122 recyclable materials and reusing the materials in their original form or 123 using them in manufacturing processes that do not cause the destruction 124 of recyclable materials in a manner that precludes further use.
- (24) "Substitute material" means a material used to replace lead,
 cadmium, mercury, or hexavalent chromium, PFAS or other regulated
 chemicals in a package or packaging component.
- 128 (25) "Toxic chemical" is a chemical listed as a packaging chemical of 129 high concern pursuant to section 22a-255m, as amended by this act.
- Sec. 2. Section 22a-255i of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2021*):
 - (a) As soon as feasible, but not later than October 1, 1992, no package or packaging component shall be offered for sale or promotional purposes in this state, by its manufacturer or distributor, if it is composed of any lead, cadmium, mercury or hexavalent chromium which has been intentionally introduced during manufacturing or distribution, as opposed to the incidental presence of any of these

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- (b) As soon as feasible, but not later than October 1, 1992, no product shall be offered for sale or promotional purposes, in this state by its manufacturer or distributor, in a package which is composed of any lead, cadmium, mercury or hexavalent chromium which has been intentionally introduced during manufacturing or distribution, as opposed to the incidental presence of any of these substances.
 - (c) No package or packaging component shall be offered for sale or promotional purposes in this state by its manufacturer or distributor if the sum of the incidental concentration levels of lead, cadmium, mercury and hexavalent chromium present in such package or packaging component exceeds the following: Six hundred parts per million by weight, effective October 1, 1992; two hundred fifty parts per million, effective October 1, 1993; and one hundred parts per million by weight, effective October 1, 1994.
 - (d) Concentration levels of lead, cadmium, mercury, and hexavalent chromium shall be determined using the United States Environmental Protection Agency Tests Methods for Evaluating Solid Waste, SW-846, as revised.
 - (e) Not later than October 1, 2023, a manufacturer, supplier or distributor may not offer for sale or for promotional purposes a package or packaging component to which PFAS was introduced during manufacturing or distribution in any amount or that has any detectable PFAS in such package or packaging component. Nothing in this subsection shall be construed to apply to any package or packaging component for any medical device or medical equipment.
 - (f) No material used to replace a chemical regulated by sections 22a-255g to 22a-255m, inclusive, as amended by this act, in a package or packaging component may be used in a quantity or manner that creates a hazard as great as, or greater than, the hazard created by the chemical regulated by sections 22a-255g to 22a-255m, inclusive.

Sec. 3. Section 22a-255k of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2021*):

No manufacturer or distributor of a product shall be deemed to have violated any provision of sections 22a-255g to 22a-255m, inclusive, if such manufacturer or distributor can show that, in the purchase of a package or packaging component, he relied in good faith on the written assurance of the manufacturer of such packaging or packaging component that such packaging or packaging component met the requirements of section 22a-255i. Such written assurance shall take the form of a certificate of compliance stating that a package or packaging component is in compliance with the requirements of sections 22a-255g to 22a-255m, inclusive, provided if compliance is achieved pursuant to an exemption provided in section 22a-255j, the certificate shall state the specific basis upon which the exemption is claimed. The certificate of compliance shall be signed by an authorized official of the manufacturer or distributor. A manufacturer or distributor of a package or packaging component shall furnish a copy of the certificate of compliance to the commissioner upon his request.]

(a) Upon request, a certificate of compliance stating that a package or packaging component is in compliance with the requirements of sections 22a-255g to 22a-255m, inclusive, as amended by this act, shall be furnished by its manufacturer or supplier to the purchaser of the packaging or packaging component. In the event that an exemption is claimed pursuant to section 22a-255j, such certificate of compliance shall state the specific basis upon which the exemption is claimed. Any such certificate of compliance shall be signed by an authorized official of the manufacturing or supplying company. The purchaser shall retain the certificate of compliance for the duration of the use of such package or packaging component. A copy of the certificate of compliance shall be kept on file by the manufacturer or supplier of the package or packaging component. No requirement of this subsection shall be construed to apply to any package or packaging component for any medical device or medical equipment.

(b) Certificates of compliance, or copies thereof, shall be furnished to the Commissioner of Energy and Environmental Protection and to members of the public upon request. A manufacturer or supplier may make the certificate of compliance available on such manufacturer's Internet web site or through an authorized representative of such manufacturer, including, but not limited to, a packaging clearinghouse. Any request from a member of the public for any certificate of compliance from the manufacturer or supplier of a package or packaging component shall be: (1) Made in writing, with a copy provided to the commissioner, (2) made specific as to the package or packaging component information requested, and (3) responded to by the manufacturer or supplier not later than sixty days after receipt of such request.

- (c) If the manufacturer or supplier of the package or packaging component reformulates or creates a new package or packaging component, the manufacturer or supplier shall provide an amended or new certificate of compliance for the reformulated or new package or packaging component to all current purchasers.
- 220 (d) If there are grounds to suspect that a package is offered for sale in violation of this chapter, the commissioner may request that the 221 222 manufacturer or distributor of the package provide a certificate of compliance with the applicable provisions of this chapter. Not later than 223 224 thirty days after receipt of a request under this subsection, the manufacturer or distributor shall: (1) Provide the commissioner with the 225 226 certificate attesting that the package does not contain a chemical 227 regulated under this chapter, or (2) notify persons who sell the package in this state that the sale of the package is prohibited and provide the 228 229 commissioner with a copy of the notice and a list of the names and 230 addresses of those persons notified pursuant to this section.
- Sec. 4. Section 22a-255m of the general statutes is repealed and the following is substituted in lieu thereof (*Effective July 1, 2021*):
- 233 (a) The commissioner may, in consultation with the other member 234 states of the Toxics in Packaging Clearing House, review the

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effectiveness of sections 22a-255g to 22a-255m, inclusive, and provide a report based on such review to the Governor and the General Assembly. [The] As indicated in subsection (c) of this section, the report may describe substitutes which manufacturers and distributors of packages and packaging components have used in place of lead, mercury, cadmium and hexavalent chromium, and may contain recommendations concerning (1) other toxic substances contained in packaging that should be added to those regulated under the provisions of sections 22a-255g to 22a-255m, inclusive, in order to further reduce the toxicity of packaging waste, and (2) the advisability of retaining the exemption provided in subdivision (2) of section 22a-255j.

- (b) For the purpose of gathering information for the review and report described in subsection (a) of this section, the commissioner may inspect and copy the records of any person (1) engaged in the manufacture or distribution of packages or packaging components if such records pertain to the processes by which such packages or packaging components are manufactured, including the nature and amounts of substances utilized, and (2) who produces or supplies materials for the manufacture of packages or packaging components, if such records pertain to the nature and amount of substances in such materials or the identities or locations of purchasers or recipients of such materials. Upon request of the commissioner, any such person shall allow the commissioner to inspect and copy such records or shall provide copies of such records to the commissioner.
- 259 (c) In accordance with the requirements of this section, the 260 commissioner may periodically revise and publish a list of packaging 261 chemicals of high concern. A chemical may be included on such list if: 262 (1) The chemical is included on the list of chemicals of concern published 263 by the Department of Energy and Environmental Protection on the basis 264 of credible scientific evidence as being (A) a carcinogen, a reproductive 265 or developmental toxicant or an endocrine disruptor, (B) persistent, 266 bioaccumulative and toxic, (C) very persistent and very 267 bioaccumulative, (D) persistent mobile and toxic, or (E) very persistent 268 and very mobile; (2) the commissioner determines that there is strong

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credible scientific evidence that the chemical is a reproductive or developmental toxicant, endocrine disruptor or human carcinogen; or (3) the commissioner determines that there is strong credible scientific evidence that the chemical (A) was found through biomonitoring studies to be present in human blood, human breast milk, human urine or other human bodily tissues or fluids, (B) was found through sampling and analysis to be present in packaging, and (C) was added to or is present in a package.

- (d) The commissioner may periodically review the list published pursuant to subsection (c) of this section and shall remove from the list any packaging chemical of high concern that no longer meets the criteria contained in subsection (c) of this section. The commissioner may add to the list additional packaging chemicals of high concern that meet the criteria of subsection (c) of this section provided such list may not at any one time include more than ten packaging chemicals of high concern.
- (e) A packaging chemical of high concern listed pursuant to subsection (c) of this section shall be considered a toxic chemical. To fulfill this chapter's goal of reducing the toxicity of packaging waste, the commissioner may recommend to the joint standing committee of the General Assembly having cognizance of matters relating to the environment that such toxic chemical be added to the prohibited chemicals regulated pursuant to sections 22a-255g to 22a-255m, inclusive, not later than two years after the date of such recommendation.

This act shall take effect as follows and shall amend the following sections:		
Section 1	July 1, 2021	22a-255h
Sec. 2	July 1, 2021	22a-255i
Sec. 3	July 1, 2021	22a-255k
Sec. 4	July 1, 2021	22a-255m

ENV Joint Favorable Subst.

The following Fiscal Impact Statement and Bill Analysis are prepared for the benefit of the members of the General Assembly, solely for purposes of information, summarization and explanation and do not represent the intent of the General Assembly or either chamber thereof for any purpose. In general, fiscal impacts are based upon a variety of informational sources, including the analyst's professional knowledge. Whenever applicable, agency data is consulted as part of the analysis, however final products do not necessarily reflect an assessment from any specific department.

OFA Fiscal Note

State Impact: None

Municipal Impact: None

Explanation

The bill allows the Department of Energy and Environmental Protection (DEEP) to review the "chemicals of high concern" list and requires DEEP to remove any packaging chemical of high concern that no longer meets the criteria under the bill. It allows DEEP to add to the list additional packaging chemicals of high concern that meet the criteria under the bill.

This has no fiscal impact since the agency currently has the expertise for this purpose, in conjunction with the Toxics in Packaging Clearninghouse.

The Out Years

State Impact: None

Municipal Impact: None

OLR Bill Analysis sSB 926

AN ACT CONCERNING THE PRESENCE OF PFAS IN CERTAIN CONSUMER PACKAGING.

SUMMARY

This bill prohibits, beginning October 1, 2023, manufacturers, suppliers, and distributors from offering for sale or promotional purposes packages or packaging components with (1) any detectable amount of perfluoroalkyl and polyfluoroalkyl substances (PFAS) or (2) PFAS that was introduced to the package or component during manufacturing or distribution (see BACKGROUND). The bill exempts from the PFAS ban packages and packaging components for medical devices or equipment.

Existing law authorizes the Department of Energy and Environmental Protection (DEEP) commissioner to report to the governor and the legislature on the effectiveness of the state's packaging restrictions, including recommending that the law be expanded to include other toxic substances. The bill authorizes the commissioner to (1) create a list of packaging chemicals of high concern, which must be considered toxic chemicals and (2) recommend to the Environment Committee that chemicals on the list be statutorily banned from packaging within two years after making the recommendation.

The bill expands upon the current procedure for showing that a package or packaging components comply with the law's restrictions (i.e., certificates of compliance), which apply to the existing restrictions on lead, mercury, cadmium, and hexavalent chromium and the bill's ban on PFAS chemicals. It also prohibits material used to replace a chemical that is banned from packaging or packaging components from being used in an amount or way that creates a hazard at least equal to the hazard of the banned chemical.

The bill applies existing civil and criminal penalties for violations of the packing and packing component law to its ban on PFAS in packaging and components, including those for making false statements in certificates of compliance (see BACKGROUND).

It also makes minor, technical, and conforming changes.

EFFECTIVE DATE: July 1, 2021

PFAS IN PACKAGING AND COMPONENTS

The law's existing restrictions on lead, mercury, cadmium, and hexavalent chromium in packaging and packaging components applies to intentional introductions. The bill expands the law's meaning of intentional introductions to packaging and components by applying it to PFAS and other regulated chemicals. But the bill's ban on PFAS in components applies regardless of whether there was intent to introduce it.

The bill also considers using a regulated chemical as a processing agent, mold release agent, or intermediate as an intentional introduction when the chemical is detected in the final package or component.

CERTIFICATE OF COMPLIANCE

Current law allows package and packaging component manufacturers and distributers to show that they comply with the law's restrictions by providing a certificate of compliance saying that they relied on the written assurance from the manufacturer about the package's or component's content.

The bill instead makes manufacturers and suppliers responsible for providing the certificates. It also (1) requires certificates to be provided to the public, not just the DEEP commissioner, upon request; (2) allows certificates to be made available through a website; (3) requires an amended or new certificate when a package or component is changed or new; and (4) if the commissioner suspects a violation of the law, requires her to receive certain purchaser information.

Content

Under the bill, if requested by a purchaser, a manufacturer or supplier of a package or component must provide a certificate of compliance, signed by an authorized official, saying that it meets the law's content requirements. If the package or component meets one of the existing exemptions that generally apply to the restricted metals, the certificate must state the specific reason the exemption applies. Manufacturers and suppliers must keep copies of their certificates on file.

Providing Certificates Upon Request

The bill requires certificates, or copies of them, to be provided to the commissioner or the public if either requests them. It allows a manufacturer or supplier to make a certificate available (1) on the manufacturer's website or (2) through an authorized representative of the manufacturer, such as a packaging clearinghouse. (It is unclear how a supplier could make a certificate available on a manufacturer's or representative's website.)

Under the bill, a request from the public must be made in writing and have a copy provided to the commissioner. It must be specific as to the requested package or component information. The manufacturer or supplier, as applicable, must respond to the request within 60 days after receiving it.

The bill also requires a purchaser who receives a certificate of compliance to keep it for the entire time he or she uses the associated package or component.

The bill specifies that the certificate of compliance requirement does not apply to packaging or packaging components for medical devices or medical equipment.

Amended Certificates

If a package or package component manufacturer or supplier reformulates or creates a new package or component, the bill requires it to provide an amended or new certificate of compliance to all current

purchasers.

Suspected Violation

Under the bill, if the commissioner has grounds to suspect that a package (but not a packaging component) is offered for sale in violation of existing law and the bill, she may ask the package's manufacturer or distributor (but not the supplier) to provide a certificate of compliance within the next 30 days.

The bill requires the manufacturer or distributor to (1) give the commissioner the certificate attesting that the package is free of a regulated chemical (but not a metal); (2) notify anyone who sells the package in Connecticut that selling it is prohibited; and (3) give the commissioner a copy of the notice to sellers and a list of who received it, with their addresses.

TOXIC CHEMICALS LIST

The bill allows the DEEP commissioner to periodically review, revise, and publish a list of packaging chemicals of high concern. Chemicals on the list must be considered toxic chemicals.

The bill requires the commissioner to remove a chemical from the list if it no longer meets the criteria for which it was included. The bill caps at 10 the number of chemicals that may be on the list at any time.

Eligibility for Listing

The bill establishes three standards for the commissioner to place a chemical on the list.

First, a chemical can be listed if the commissioner included it on DEEP's list of chemicals of concern due to credible scientific evidence that it is:

- 1. a carcinogen, reproductive or developmental toxicant, or endocrine disruptor or
- 2. (a) persistent, bioaccumulative, and toxic; (b) very persistent and very bioaccumulative; (c) persistent, mobile and toxic; or (d) very

persistent and very mobile.

The commissioner may also include a chemical on the list if she determines that there is strong credible scientific evidence (rather than just credible scientific evidence) that it is a human carcinogen, reproductive or developmental toxicant, or endocrine disruptor.

Lastly, the list may include a chemical if the commissioner determines that there is strong credible scientific evidence that it was:

- 1. found in human blood, breast milk, urine, or other bodily tissues or fluids, through bioengineering studies;
- 2. found in packaging through sampling and analysis; and
- 3. added to or in a package.

Under the bill, "credible scientific evidence" is study results that are the product of an independent scientific peer-reviewed experimental design and conduct. The results also must be published in a peer-reviewed journal or a publication from an authoritative federal or international governmental agency (e.g., U.S. Department of Health and Human Services' National Toxicology Program, World Health Organization, and the European Chemicals Agency).

The criteria for determining if a substance is "persistent, bioaccumulative, and toxic" or "very persistent and very bioaccumulative" are set in Annex XIII of the Registration, Evaluation, Authorisation, and Restriction of Chemicals (REACH) Regulation of the European Union (EC) No. 1907/2006 of the European Parliament and the Council, or its amendments. Similarly, the criteria for determining if a substance is "persistent, mobile, and toxic" or "very persistent and very mobile" is set in the following 2019 REACH report: "REACH: Improvement of guidance and methods for the identification and assessment of PMT/vPvM substances: Final Report."

BACKGROUND

Packaging and Components

Under existing law, "packaging" is a container used to market, protect, or handle a product and includes a unit package, intermediate package, and shipping container. It also includes an unsealed receptacle, such as a crate, cup, tray, wrapper, or bag, among other things. "Packaging components" are package parts such as interior or exterior blocking, bracing, cushioning, weatherproofing, exterior strapping, coating, closure, ink, label, dye, pigment, adhesive, stabilizer, or another additive.

Penalties

By law, anyone who violates the packaging and packing component law is subject to a civil penalty of up to \$10,000 per offense, which the court sets. A violation includes making a false statement in a certificate of compliance. The law makes each violation, and each day a violation continues, a separate and distinct offense.

Knowingly violating this law, including false statements in certificates of compliance, is punishable by a fine of up to \$50,000, up to two years in prison, or both. Each false statement is subject to the possible fine.

The law also allows the DEEP commissioner to ask the attorney general to seek an injunction to stop someone from continuing a violation. It requires the attorney general, if asked by the commissioner, to take court action to recover a civil penalty a court imposes for a violation of these laws (CGS § 22a-255*l*).

COMMITTEE ACTION

Environment Committee

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Joint Favorable Substitute
Yea 21 Nay 11 (03/29/2021)
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